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ABSTRACT

A brief description of the state of Nebraska introduces a detailed discussion of its system of higher education. The institutions are described: the state university, four state colleges, and technical community colleges in six districts. The history of postsecondary coordination in the state is outlined, with reference to the early lack of a single coordinating agency, legislative control of the system, the 1976 formation of a coordinating board, and the 1978 law providing role and mission statements for each postsecondary education segment. There is some discussion of conflicts between state agencies and institutions, arising from this uncommon governance system. Policy toward state aid to students and to the private sector is examined, and it is found that traditional and constitutional barriers have inhibited aid programs in the past. Federal aid programs are also outlined. Policies of access, tuition, room and board rates, and residency policies are briefly described. Data tables include state tax allocations to all segments since 1979: headcount enrollments since 1967 in all segments, including institution figures; State Student Incentive Grant allotments by the federal government; and a summary chart of student financial aid disbursements and recipients in each public institution. Appended is a list of all institutions in the state. (MSE)

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Higher Education in Nebraska:

A Report Prepared for The Sloan Commission on Government and Higher Education

by

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U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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This analysis represents the personal opinions of the author and in no way represents the official view of the University of Nebraska, or any of its offices, on the subjects discussed in the report. The author wishes to thank The Sloan Commission on Government and Higher Education for the opportunity to participate in this exciting project. The author would also like to thank Neal Bachman, a graduate student at the University of Nebraska-Lincoln, for the research assistance he rendered. Finally, the author expresses his gratitude to his colleagues in higher education in Nebraska for their willingness to assist him in this project.

Lincoln, Nebraska September 19, 1978

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Introduction to Nebraska

Not very much is known about Nebraska in many quarters throughout the United States, and before discussing higher education in Nebraska, it would be well to say something about the state itself. Nebraska is a very large state; about 450 miles from east to west and about 200 miles from north to south. Comprising a land area of approximately 49 million acres, Nebraska is larger than all six New England states combined. In fact, the whole state of Connecticut could fit into Cherry County, the largest of Nebraska's 93 counties. Nebraska is bordered on the east by the Missouri River, which is the eastern boundary of the Great Plains, and on the west by Colorado and Wyoming.

The population of the state is roughly 1.5 million people, heavily concentrated in eastern Nebraska. A 50-mile wide strip running north and south on the eastern edge of Nebraska contains over half the population of the state, mainly because that strip includes Omaha and Lincoln, the state's two largest cities. The rest of the state--the 400 miles west of Lincoln--is sparsely populated, but rich agriculturally.

Surprisingly, the major component of the economy of the state is not, strictly speaking, agricultural production. Nebraska's insurance, manufacturing, and distributing industries are each larger than basic agricultural production in terms of their respective contributions to the gross state product. Recent statistics indicate that, of the gross state product of $12 billion, 19 percent was generated through distribution (primarily wholesale/retail trade); 16 percent by the insurance and finance industries (primarily insurance); 15 percent by manufacturing; and only 13 percent by direct agricultural production. As another measure

of comparison, current sales from manufacturing in Nebraska are approximately $7 billion per year, which far exceeds direct sales of farm and ranch products of $4 billion per year.

A closer look at Nebraska's economy, however, quickly reveals that the economy of the state is heavily agriculturally related. As a case in point, much of the wholesale trade in Nebraska is oriented toward farm equipment, feed grains, and the like. In addition, Nebraska's manufacturing is highly agriculturally oriented, particularly in such areas as agricultural equipment and food processing. For example, Nebraska is the second largest state in the nation for slaughtering and processing commercial cattle (at a rate of 5 million head a year); and yet the value added by this enormous processing industry is counted as part of the manufacturing sector of the state's economy.

Nebraska enjoys a high per capita income and one of the lowest unemployment rates in the nation. The state's unemployment rate is under 4 percent and, at times, has been the lowest of any state in the country.

It is also important to make some comments about state government in Nebraska. Generally speaking, the state government is small, with a tax dollar budget slightly over half a billion dollars per year ($542,161,791 for 1978-1979). Nebraska is governed by a Unicameral Legislature--the only one in the nation. The Unicameral comprises 49 Senators, elected on a non-partisan basis from 49 separate districts. The lack of political affiliation in the Legislature amazes newcomers to the state, but as one senior state Senator has commented with much accuracy: "Oh, we have political parties alright--49 of them!"

Higher education has not been particularly well funded in Nebraska over the years. In his survey of higher education and the states, Higher Education and State Governments, 1970-1975, M. M. Chambers noted in 1974 that:

> Notwithstanding the illustrious history of the University of Nebraska, the recent addition of its Omaha campus (formerly the Municipal University of Omaha), and the continued development of four state colleges and eight local public two-year colleges, the recent record of Nebraska's tax support of public higher education does not shine . . . .
>
> In 1972 Nebraska ranked thirty-sixth among the 50 states in per citizen appropriations of state tax funds for operating expenses of higher education ($37.53), and thirty-eighth in ratio of this sum to average personal income in the state (0.94 percent). Its 10-year rate of gain in appropriations for higher education from 1962 to 1972 was 232 percent, far below the nationwide average gain of 350 percent. Among the 50 states, ranked in descending order of their total state tax-fund appropriations for annual operating expenses of higher education, Nebraska held twenty-eighth place in 1959-60 and fell to thirty-sixth place in fiscal year 1972-73.

Since Chambers' 1974 report, Nebraska's appropriations to public higher education have increased at a rate above that of the national average. In his updated report, A Record of Progress: Four Years of State Tax Support of Higher Education, 1972-73 Through 1975-76, Chambers notes that between 1965-1966 and 1975-1976, Nebraska increased its appropriations of state tax funds for annual operating expenses of higher education from $21.8 million to $100.1 million, or 357 percent; which was slightly above the average percentage gain of 342 percent for the twenty states he surveyed. Since Nebraska began at such a low base, however, it still remains behind a number of states in per capita appropriations of state tax funds for operating expenses of higher education.

Institutions of Higher Education in Nebraska

Turning to individual educational institutions in the state, the largest is the University of Nebraska. The University of Nebraska is a free-standing, constitutional entity, chartered in 1869 "to afford to the inhabitants of this state a means of acquiring a thorough knowledge of the various branches of literature, science, and the arts." The University opened in Lincoln in 1871, with one building, a faculty of five (including Chancellor Allen Benton), and over 100 students. Today, after merger with the former Municipal University of Omaha, the University of Nebraska is made up of three major administrative units (the University of Nebraska-Lincoln and Outstate Activities, the University of Nebraska at Omaha, and the University of Nebraska Medical Center-- also located in Omaha), more than 39,000 students, a faculty of over 3,000, and a physical plant with a replacement value of almost $400 million. It is important to emphasize that the University of Nebraska is one University, governed by a single Board of Regents, and the Board of Regents has appointed a Chief Executive Officer--the President of the University of Nebraska, as the single administrative officer responsible to the Board of Regents for the effective functioning of the University. The University conducts its programs primarily through its three major administrative units, with certain programs and operational functions assigned to the President and his staff, which make up the Central Administration.

The last major change in the structure of the University of Nebraska was the incorporation into the University in 1968 of the Municipal University of Omaha. Founded as a private university in 1908, the University of Omaha was rechartered as the Municipal University of Omaha in 1931. But by the mid 1960's, the Municipal University of Omaha was having financial difficulties and on April 24, 1967, the Nebraska Legis-

lature approved an act "to provide that the Board of Regents of the University of Nebraska shall establish and operate a university at Omaha which shall be known as the University of Nebraska at Omaha." Legislative Bill 736, or "the merger bill" as it came to be known, called for a special election to allow the citizens of Omaha to determine if they wished the Municipal University of Omaha to become a part of the University of Nebraska. That election was held in December, 1967 and by a margin of 4 to 1 the voters of Omaha approved the "merger." At the time of the merger of the University of Nebraska and the Municipal University of Omaha, on July 1, 1968, the Board of Regents created a single University, with the three major administrative units noted earlier--the University of Nebraska-Lincoln and Outstate Activities, the University of Nebraska Medical Center, and the University of Nebraska at Omaha.

The governing control of the University of Nebraska rests with the Board of Regents of the University, a body corporate created by the people of Nebraska through their constitution. The Regents have constitutional and statutory power for general supervision over all elements of the University, for control and direction of all expenditures, and for establishing general operating policies of the University. The Board of Regents consists of eight voting members, elected by district for six-year terms. Additionally, there are three non-voting student Regents elected by the student bodies of each of the major administrative units.

The Board exercises the final authority in the government of the University within the limits of the constitution, the laws of the State of Nebraska, and the laws of the United States. The Board delegates to the President of the University, and through him to the appropriate

administrative officers, general authority and responsibility to carry out the policies and directions of The Board. The Board delegates to the faculty and recognized student groups of each of these major administrative units the authority to develop reasonable rules and regulations for faculty and student self-government, subject to the approval of The Board.

A great majority of the University's programs are initiated and carried out at the level of the major administrative units under authority and guidelines established by the Board of Regents, delegated through the President to the Chancellors of the major administrative units. The Central Administration mainly confines itself to developing and recommending policy, program review, and certain specific operational functions.

There are four state colleges in Nebraska: Peru State College, in Southeastern Nebraska; Kearney State College, in Central Nebraska; Chadron State College, in Northwestern Nebraska; and Wayne State College, in Northeastern Nebraska. The state colleges are governed by a single Board of Trustees, made up of six members appointed by the Governor for six-year terms, the State's Commissioner of Education, and four non-voting student members, one from each of the state colleges. Peru State College, the smallest of the four state colleges, is also the oldest public institution of higher education in Nebraska, founded in 1867 as the Nebraska State Normal School. In 1903, Kearney State Teachers College was founded; Wayne State Teachers College was established in 1909; and Chadron State Teachers College was founded in 1910. In 1963, all four institutions became state colleges.

The state colleges and the Board of Trustees that governs those institutions are constitutionally established and, in 1921, the four

colleges were authorized by the Legislature to offer the bachelor of arts and bachelor of science degree in the field of education. Today, they offer liberal arts as well as education degrees, at the undergraduate level, with master's and specialist graduate degrees in the field of education.

The Board of Trustees recognized the need for coordination among the four state colleges and in 1969 established a Council of Presidents, as well as Committees on Business, Financial and Public Affairs; Academic Affairs; Student Affairs; and Management Information. The Council of Presidents, in coordination with the relatively small staff of the Board of Trustees which has its offices in Lincoln, makes recommendations to the Trustees on matters affecting the state colleges.

The final segment of public postsecondary education in Nebraska is made up of the technical community colleges. There are six technical community college areas in Nebraska, each with its own Board of Trustees: Western Nebraska Technical Community College Area, with campuses in Scottsbluff and Sidney; Mid-Plains Technical Community College Area, with campuses in McCook and North Platte; Central Nebraska Technical Community College Area, with campuses in Columbus, Grand Island, and Hastings; Northeast Nebraska Technical Community College Area, with its campus in Norfolk; Southeast Nebraska Technical Community College Area, with campuses in Fairbury, Lincoln, and Milford; and Metropolitan Technical Community College Area, with several campuses located in Omaha.

Some of these area technical community colleges are the descendents of public junior colleges and vocational technical schools. The junior colleges in McCook, founded in 1926, and in Scottsbluff, started that same year, were the forebears respectively of the Mid-Plains Technical Community College Area and the Western Nebraska Technical Community College Area. By the 1960's, there were additional public junior colleges in North Platte, Columbus, Norfolk, and Fairbury, as well as a number of vocational technical schools

In 1971, the Nebraska Legislature passed Legislative Bill 759, creating the Technical Community College Districts under a State Board of Technical Community Colleges, which was empowered to review the annual budgets prepared by the area boards; control the disbursement of funds by the colleges; coordinate the development of the technical community colleges; standardize academic and administrative policies among the colleges; and oversee planning at the colleges. That governance structure was held to be unconstitutional by the Nebraska Supreme Court, because a state agency cannot be funded through a property tax, an important source of money for the technical community colleges. As a result, in 1975, the Legislature passed LB 344, which returned the technical community colleges to local control and provided for an area mill levy. In addition, the technical community college districts receive state funds through an FTE student formula.

The technical community colleges saw the need of close contacts with one another and the Nebraska Coordinating Commission for Technical Community Colleges was established by state statute in 1975. That Commission concerned itself with: "the equitable distribution, among the six technical community colleges, of all federal funds, made available for technical community college assistance; (2) make recommendations to the boards for purposes of coordinating the technical community college areas; (3) serve as the coordinating agency and advisory commission for the mutual exchange of ideas and information between technical community college areas, state agencies, local government agencies, private organizations and individuals; (4) provide guidance in the formulation of needs and program development, avoiding unnecessary duplication of programs and facilities, and to promote the efficiency of the technical community college areas; and (5) support coordination among all technical community colleges in the state." That

Commission went out of existence in 1976, when the Legislature recommended that the state's 1202 Commission assume its duties. Since that time, the technical community colleges have utilized a council of the presidents of the colleges as an informal coordinating agency.

The basic purposes of the technical community colleges are to offer two-year educational programs for students who wish to transfer to senior colleges, to provide semi-professional and vocational training, to provide continuing educational programs for adults, and to act as educational centers for the communities they serve.

Finally, there are fourteen private colleges in Nebraska, a number of which are church-supported. They are: Bellevue College in Bellevue, a non-profit liberal arts college; Concordia Teachers College in Seward, a four-year college owned by the Lutheran Church, Missouri Synod; Creighton University in Omaha, a Jesuit university; Dana College in Blair, a four-year college operated by the American Lutheran Church; Doane College in Crete, a private non-sectarian liberal arts college affiliated with the United Church of Christ; Grace College of the Bible in Omaha, founded by Mennonite ministers; Hastings College in Hastings, a private four-year liberal arts college affiliated with the Board of Christian Education of the United Presbyterian Church; Midland Lutheran College in Fremont, supported by the Lutheran Church of America; Nebraska Christian College in Norfolk, a private bible college affiliated with the Church of Christ; Nebraska Wesleyan University in Lincoln, created as a result of the merger of three small Methodist colleges; Platte Valley Bible College in Scottsbluff, a private bible college; the College of Saint Mary in Omaha, a private Roman Catholic college; Union College in Lincoln, a four-year college affiliated with the Seventh Day Adventist Church; and York College in York. These private colleges have formed the Association of Independent Colleges

and Universities of Nebraska and have their own lobbyist, who represents their interests to state officials, especially legislators.

There are also a number of proprietary schools in the state. A complete list of all the institutions of postsecondary education in Nebraska is attached as an appendix to this report.

In terms of size, it is important to note that the University of Nebraska is far and away the largest of the institutions of higher education in the state. In the fall semester of 1976, the University of Nebraska enrolled 38,920 of the 78,222 students who attended Nebraska's institutions of postsecondary education. The following fall, 1977, the University enrolled 39,185 of the 82,085 students enrolled in Nebraska postsecondary education. The four state colleges enrolled a total of 11,215; the technical community colleges, 17,371; and the independent colleges, 14,314. As a result, the University enrolls a majority--approximately 58 percent--of the students attending Nebraska's public institutions of postsecondary education, and approximately 48 percent of the students attending all institutions of higher education in Nebraska. Because of its size, the University is frequently the focal point of concerns about higher education in the state, especially as its tax fund appropriation now constitutes approximately 20 percent of the state's budget.

The recent growth, both in tax fund appropriations and enrollments, of Nebraska's institutions of higher education is indicated in the following charts.

Appropriations of State Tax Funds (in Thousands of Dollars)

for Annual Operating Expenses of Higher Education in Nebraska Institutions

	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79
iversity of ebraska	41,816	43,077	50,084	53,058	63,981	77,005	94,599	101,009	107,794
State olleges	6,909	7,989	6,848	8,691	10,287	12,217	14,552	16,039	17,131
chnical-mmunity lleges	3,616	4,270	4,398	8,491	10,924	11,612	13,000	14,100	15,540
dependent olleges	none	none	none	none	none	none	none	none	none
tal	52,343	55,337	63,331	70,240	85,193	100,835	122,151	131,148	140,465

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Student Headcount Enrollments at Institutions of Higher Education in Nebraska

	Fall, 1967	Fall, 1968	Fall, 1969	Fall, 1970	Fall, 1971	Fall, 1972	Fall, 1973	Fall, 1974	Fall, 1975	Fall, 1976	Fall, 1977
University of Nebraska	26,797	29,938	32,496	34,895	35,485	36,148	36,421	36,552	38,925	38,920	39,185
State Colleges	10,838	11,706	12,468	12,446	11,698	10,447	9,790	9,776	10,265	10,489	11,215
Technical-Community Colleges						8,900	10,694	10,413	12,600	14,930	17,371
Independent Colleges	16,948	16,807	16,744	15,530	14,109	13,770	13,537	13,457	13,639	13,883	14,314
Total	57,208	60,964	65,018	66,517	64,933	70,036	71,214	71,021	75,429	78,222	82,085

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Student Headcount Enrollments at Public Institutions of Higher Education in Nebraska

	Fall, 1973	Fall, 1974	Fall, 1975	Fall, 1976	Fall, 1977
University of Nebraska					
University of Nebraska-Lincoln	21,160	20,892	22,380	22,179	22,256
University of Nebraska at Omaha	13,691	14,124	15,051	14,993	15,033
University of Nebraska Medical Center	1,570	1,536	1,494	1,748	1,896
Total	36,421	36,552	38,925	38,920	39,185
State Colleges					
Chadron	2,104	1,964	2,024	1,907	2,069
Kearney	4,850	5,072	5,322	5,642	6,037
Peru	853	770	820	805	744
Wayne	1,983	1,970	2,099	2,135	2,365
Total	9,790	9,776	10,265	10,489	11,215
Technical Community Colleges					
Central		1,998	2,979	4,197	5,410
Metropolitan	5,068	2,215	2,768	3,562	4,676
Mid-Plains	1,696	2,229	2,282	2,448	1,969
Northeast	1,055	1,097	1,309	1,302	1,453
Southeast	1,890	1,593	2,128	2,164	2,536
Western	985	1,291	1,134	1,257	1,327
Total	10,694	10,413	12,600	14,930	17,371

Student Headcount Enrollments at Private Institutions of Higher Education in Nebraska

	Fall, 1973	Fall, 1974	Fall, 1975	Fall, 1976	Fall, 1977
Bellevue College	1,132	1,164	1,326	1,543	1,909
College of Saint Mary	568	541	549	550	540
Concordia College	1,347	1,234	1,156	1,125	1,129
Creighton University	4,355	4,551	4,745	4,797	4,979
Dana College	647	610	583	550	478
Doane College	620	603	633	625	647
Grace College of the Bible	549	528	535	525	486
Hastings College	715	692	684	712	736
Midland Lutheran College	803	754	769	826	843
Nebraska Christian College	168	181	167	169	170
Nebraska Wesleyan University	1,111	1,117	1,169	1,152	1,108
Platte Valley Bible College	106	103	97	59	58
Union College	754	818	882	903	923
York College	380	323	344	343	308
Total	13,537	13,457	13,639	13,883	14,314

There are, of course, tensions within all four segments of higher education in Nebraska. Size presents some problems within the private institutions, technical community colleges, and state colleges, with one or two institutions in each of these segments being much larger than the remainder. Creighton University, Kearney State College, and Central Nebraska and Metropolitan Technical Community Colleges are much larger than their sister institutions. And in each of those segments, there are institutions that are small or have experienced enrollment declines. Dana College, Grace College of the Bible, Nebraska Christian College, Platte Valley Bible College, Peru State College, and Northeast Nebraska and Western Nebraska Technical Community Colleges lag behind their sister institutions, and thus size leads to some tensions among the independent colleges and universities, the state colleges, and technical community colleges.

Governance and campus autonomy have been among the biggest tensions within the University, ever since the merger in 1968. C. Peter Magrath, now President of the University of Minnesota and formerly Dean of Faculties and then Chancellor of the University of Nebraska-Lincoln, has recently written a perceptive analysis of the governance of the University of Nebraska, comparing it with the State University of New York and the University of Minnesota, two other institutions in which he has held administrative positions. Calling the University of Nebraska a "mini-system," Magrath notes:

> The Nebraska System had difficulty pulling itself together, although, in retrospect, the reasons seem fairly traditional and unexceptional. The faculty at the University of Nebraska at Omaha felt that they were poor cousins in pay and status to the better-established and graduate-oriented faculty at Lincoln. On the other hand, the Omaha faculty had the advantage of being located in the major urban

> area of the state, and thus the Lincoln faculty feared that major programmatic and budgetary developments would gravitate toward Omaha in the future, draining away scarce resources from Lincoln.

Magrath states that in a system such as the University of Nebraska, especially in a state as small as Nebraska,

> it is essential for the System President to operate as an exceptionally strong individual who in effect directly governs the entire System on the major issues of finance, program development (or retrenchment), inter-campus coordination, and personnel policies. In fact, if not in form, the Chief Campus Administrator is really--and must be--a Provost or Associate or Vice President, whatever title one might want to use.

The tensions that Magrath notes, especially competition between the faculties of the University of Nebraska-Lincoln and the University of Nebraska at Omaha and development of the roles of the President and the chief administrative officers (Chancellors) of the three campuses, have been significant in past years and will probably continue to be factors in the governance of the University, though those specific tensions have lessened in the last several years. Another tension within the University is the proper role of the study of agriculture. Concerned that agriculture was not receiving proper attention, the Board of Regents in cooperation with the Legislature created in 1974 the Institute of Agriculture and Natural Resources as a major sub-unit within the University of Nebraska-Lincoln. The Institute is made up of the College of Agriculture, the Experiment Station, the Cooperative Extension Service, and several other units. Some faculty from the Institute still wonder if the study of agriculture is being properly funded, while other faculty members of the University feel the Institute has received special treatment from the Regents and the Legislature.

Finally, within and between all of the segments of higher education in Nebraska there is competition for students and resources, the latter especially among the public institutions. This competition has resulted in the call for more coordination of public higher education in Nebraska throughout the state.

History of Coordination of Higher Education in Nebraska

The coordination of higher education in Nebraska, especially among public institutions, has long been a concern. As early as 1937, the Nebraska Legislature passed legislation creating a State Planning Board, which was established to conduct a survey of land, buildings, and equipment under the control of the University of Nebraska, the Normal School Board (which governed the State Teachers Colleges), and the Board of Control. As one of its first actions, the Board asked the Governor to call together institutional representatives from across the state to prepare the survey. A number of recommendations resulted from the survey. The Board recommended that higher education in Nebraska be governed by a single governing body that would appoint a single executive authority. That executive could bring about the elimination of duplicative and overlapping programs and courses, the elimination of competition among state schools, and establish uniform accounting methods and cost records. But little effective coordination took place for the next two decades, as the Board's recommendations were not followed, and the budget requests of the various institutions were handled in the normal political process.

In the late 1950's, a legislative resolution formed a seven-member Legislative Committee to study higher education in the state. Chaired by the head of the Budget Committee, the Committee studied facilities, faculty, enrollments, the requirements of the state for the next ten years, and methods of financing those needs.

The Committee and the chief executive officers of the various public educational institutions met periodically with consultants, such as T. R. McConnell, chairman of the Center for the Study of Higher Education at the University of California at Berkeley. Eventually the Committee decided to employ Lyman Glenny, then Associate Professor of Government at Sacramento State College, to do a preliminary study of higher education in the state. His report, the Committee hoped, would provide the Legislature with sufficient information and analysis for development of sound educational policy, analyze the strengths and weaknesses of higher education in Nebraska, and suggest methods by which the administration of state institutions might be improved. Glenny worked with various educational representatives who coordinated special task forces on student affairs, enrollments, programs, faculties, economic prospects, and building utilization needs.

Glenny's report, The Nebraska Study of Higher Education, called for improved management of the state teachers colleges and the University. But Glenny did not support the sentiment that higher education in Nebraska be placed under a single governing board. Glenny noted: "The conclusion of this study is that neither higher education nor the state government is sufficiently large and complex nor the legislature so over-burdened with problems requiring decisions that a central board for the coordinating of the state teachers colleges and the University is necessary." Rather, it was his view that "the legislature has no need to abdicate to a new agency its traditional responsibilities for decision-making in higher education. Given available facts and analysis about higher education, and a group of senators familiar enough with higher education to evaluate them, the legislature can provide all the coordination necessary for the five state institutions and for their relationship with other public and nonpublic

colleges and universities." Every five years, Glenny recommended, the Legislature should authorize "a survey of the colleges and universities to be conducted by professional consultants for the purpose of providing detailed information about the condition of higher education in Nebraska, the progress made since the previous survey, and recommendations for further improvement."

The Glenny Report is a very important document in the history of the coordination of higher education in Nebraska, for its recommendations meant that public higher education in Nebraska would not be coordinated in a fashion similar to many other states.

Nonetheless, in 1965, members of the Board of Regents of the University of Nebraska, the Boards of the public junior colleges, the State College Board, and the Board of Regents of the Municipal University of Omaha met to discuss cooperation among the institutions. From that meeting resulted a Coordinating Committee for Public Higher Education in Nebraska, which began to examine the idea of voluntary coordination among the institutions of public higher education. An executive committee of the Coordinating Committee was established in October, 1965, which included the president of the Municipal University of Omaha and a member of its Board, the president of Kearney State College and a member of the State College Board, the chancellor of the University of Nebraska and a member of the University's Board of Regents, the president of McCook Junior College and a member of a local junior college board, and a junior college representative chosen by the State Board of Education.

This Committee met periodically, but it was, in fact, efforts of the Legislature that brought about coordination in Nebraska's higher education, especially in the public sector.

In 1965, a resolution of the Legislature directed the Board of Regents of the University of Nebraska, the Trustees of the state colleges, and the heads of the public junior colleges to set up a Committee to study higher education in Nebraska in the areas of budgetary and fiscal problems, enrollments, curriculum and future offerings, overall operating procedures, and the respective roles of the institutions of higher education in the state. Soon, a formal constitution was adopted for the voluntary coordinating council, known as the Coordinating Council for Public Higher Education in Nebraska, with the membership open to any tax-supported educational institution in the state. This Council submitted reports, as required by the Legislature, but little substantive action resulted.

In March, 1968, Governor Norbert Tiemann established a Management Analysis Study Committee, known as the "Little Hoover Commission," to study the operations of various state agencies. In its November, 1968 report, it recommended that the Board of Regents of the University of Nebraska be enlarged and its jurisdiction be expanded to include the state colleges, thereby eliminating the State Normal Board. This recommendation was discussed widely in the state but never enacted.

In fact, for several years beginning in 1965, the Legislature debated a proposed constitutional amendment which would have put the general government of the University of Nebraska and the four state colleges under a "Board of Trustees of Higher Education." In 1969, the Legislature approved such an amendment as LB 180, perhaps as a result of the recommendation of the "Little Hoover Commission." The amendment would have placed the University, the state colleges, and the publicly-supported junior colleges and vocational technical schools under the control of a single nine-member Board of Trustees of Higher Education, but it was defeated in November, 1970 when submitted to the citizens of Nebraska--129,628 voted

in favor and 234,637 voted against. In 1969, the Legislature also approved LB 205, which would have established a "Nebraska Coordinating Council on Higher Education." but the Governor vetoed the bill.

In 1972, the federal government passed an amendment to the Higher Education Act of 1965, establishing the so-called 1202 Commissions, that is, the state postsecondary educational commissions. These commissions were established to study current public and private educational resources in the states and to examine possible coordination within the states. In 1974, Governor J. James Exon designated the Nebraska Higher Education Facilities Commission as the Nebraska 1202 Commission. Membership on this Commission was expanded to include private and proprietary institutions, as well as public institutions. This Commission became known as the Nebraska Coordinating Council for Postsecondary Education, and held its inaugural meeting on June 6, 1974. The three functions that the Council oversaw were the administration of the State Student Incentive Grant Program (SSIG), the continuation of the work of the Nebraska Higher Education Facilities Commission, and the planning for whatever coordination was necessary in Nebraska's postsecondary education sector.

On January 24, 1975, the Nebraska Coordinating Council for Postsecondary Education made a report to the Governor. The report, noting that Nebraska was one of only three states without some type of formal coordination of postsecondary education (Delaware and Vermont were the other two), recommended that an independent commission be formed within state government to "work toward increased cooperation of all forms of postsecondary education in the State." The Council made such a recommendation because of enrollment trends, resource pressures, changes in society, and a complex and varied educational establishment in Nebraska that needed coordination. The Council believed that: "such a Commission can play a

significant role today in the maximum use of the educational resources of the State and is especially needed to enable Nebraska postsecondary education to meet effective serious challenges which it will face in the next two decades.". Such a Commission would respect the individual character of existing institutions and at the same time provide "a statewide perspective and emphasis in educational decision making and planning" by concerning itself with the private and proprietary schools, as well as the public institutions.

The following year (March, 1976), the Governor signed into law Legislative Bill 579, which created the Nebraska Coordinating Commission for Postsecondary Education. The composition of the Commission was set at twelve members, half appointed by the Governor, with two from each of the state's three congressional districts, for six-year terms. Five other members of the Commission were representatives of the postsecondary educational institutions: one member from the Board of Regents of the University of Nebraska, one member from the State College Board of Trustees, one member from the technical community college area boards, one member from a governing board of an independent college, and a member associated with a proprietary school. Each of these members had three-year terms. The final member of the Commission was the State Commissioner of Education, or a member of the State Board of Education. The Commission was charged: to develop and implement a statewide information system that could be used to facilitate coordination among the institutions of higher education in the state; to work closely with state and federal agencies; to handle state and federal funds, where appropriate; to conduct studies; and to assume responsibility for the Enrollment Projection Model developed by the Nebraska Higher Education Facilities Commission. Thus, Nebraska had finally come to the point where it had a formal coordinating commission. However, because the University and State College governing boards are constitutional entities, the Commission could be given little or no power by statutory means.

Legislature's Role in Coordination of Higher Education in Nebraska

At the same time, however, the Nebraska Legislature remained the single most important coordinating influence in the state. While the Legislature, through LB 579, assigned specific responsibilities to the Coordinating Commission, it kept for itself the vast majority of the responsibilities. In fact, over the years, the Legislature had passed budgetary appropriations which assigned specific duties to the University of Nebraska, the state colleges, and the technical community colleges. As an example, LB 1054, the University's appropriation bill passed during the 1974 legislative session, directed the University to update its five-year plan and submit that revised plan as part of its 1975-1976 budget request. The resulting document, Toward Excellence-II: An Update of the Five-Year Plan for the University of Nebraska, 1975-1980, was submitted to the Legislature, but as LB 610, the 1975 University's appropriation bill, noted: "The Legislature rejects the mission of the University as stated in the five-year plan, Toward Excellence-II, as being too general for support by the State of Nebraska." The Board of Regents was required by LB 610 to make a large number of reports on such topics as faculty workload policy, program review, transferability of credit, enrollment, course duplication and proliferation, program inventory, data definitions, outreach and extension offerings, teaching effectiveness, and faculty development. The Legislature planned to use these reports to insure the coordination of the University "with other institutions of higher education, both public and private, in Nebraska and surrounding states to maximize the effective utilization of the state's limited resources." Additionally, the Legislature had become very proscriptive in terms of salary increases, taking away any flexibility from the governing boards of the institutions of higher education. LB 1054, in 1974, mandated that "the 1974-75 policy

for wage and salary increases shall provide, to each full-time employee who has satisfactorily performed his job, a five percent, or one step increase, plus a $300 cost-of-living adjustment."

There are, of course, many other examples of legislative involvement in the operations of the University. One example that has been uniformly praised was the so-called "Bereuter amendment" to the University's 1976 appropriation bill, LB 690. Named after Senator Douglas Bereuter from Utica, this amendment provided the University with $850,000 of new funds for the improvement of undergraduate education at the University of Nebraska-Lincoln. The program, which was implemented in the fall semester, 1977, is aimed at reducing class size, replacing graduate teaching assistants with full-time faculty, and assuring that senior faculty teach undergraduate classes. Resulting from concerns that the quality of undergraduate education at the University of Nebraska-Lincoln had declined, the program has also established cash awards for outstanding teaching.

Notwithstanding positive legislative acts such as the Bereuter amendment and the Areas of Excellence Program, which provided the University with funds to develop certain areas of academic strength, the public higher education institutions became increasingly concerned with the authority that the Legislature, and especially the state agencies carrying out the directives of the Legislature, were exercising over their operations.

As a result, the University of Nebraska instituted a suit against the Governor and the Director of Administrative Services and the Director of Personnel of the State of Nebraska over control of the University. The Supreme Court of Nebraska found, after hearing an appeal of the case from the District Court of Lancaster County, Nebraska, that the Constitution of Nebraska entrusts the general government of the University of Nebraska in the hands of the Board of Regents. The Court also found that, although

the Legislature "may prescribe the duties and powers of the Board of Regents the general government of the University must remain vested in the Board of Regents and the powers and duties of the Board of Regents cannot be delegated to any other officers or agencies." The Court further found that statutes concerning the University of Nebraska approved by the Legislature cannot be so detailed and specific as to eliminate all discretion and authority on the part of the Regents, and that University funds derived from the operation of the University or received from the federal government or private donors are not subject to annual legislative appropriations. Finally, the Court found that "the determination of salary schedules and compensation to be paid to employees of the Board of Regents is an integral part of the general government of the University and the Legislature may not fix and determine the manner in which raises may be given to the employees of the Board of Regents." The judgment thus found that certain acts of the Legislature affecting the University were in violation of Article 7, Section 10 of the Constitution of Nebraska. While the Board of Trustees of the state colleges did not join in the action, the decision clearly applies to the state colleges as well.

This decision of the Nebraska Supreme Court is thought to be of great significance for the governance of the University of Nebraska, for it says in sum that, while the Legislature can prescribe the role of the Board of Regents, the Legislature cannot attempt to govern the University directly nor delegate authority over the University to other offices or agencies. According to this decision, the Legislature can no longer use appropriation bills to usurp the powers of the Board of Regents and to give directions to employees of the University.

This decision could possibly spell a change in the status of the autonomy of the University, as well as the other public institutions of postsecondary education in Nebraska. In Nebraska, as in most of the

rest of the states, recent years had seen less and less autonomy for public institutions of higher education. Non-faculty employees had come under the control of the State Director of Personnel and the University had been required to participate in Central Data Processing and Centralized Purchasing Programs. The Court's decision ruled that the University does not have to participate in such programs, but may join at the discretion of the Board of Regents.

This decision does not mean that the University of Nebraska is completely autonomous. Instead, it means more autonomy in day-to-day operations, but the Regents will still be held accountable for the University's operation.

Notwithstanding this decision, and its impact on the University and on other public institutions of higher education in Nebraska, the Legislature has remained at the center of higher education coordination in the state.

Legislative Bill 756

In 1978, the Nebraska Legislature approved, over the Governor's veto, Legislative Bill 756. Legislative Bill 756 is an act to "provide role and mission assignments for the University of Nebraska, state colleges, and technical community colleges." This bill resulted from the work of the Nebraska Postsecondary Educational Advisory Committee, a Committee of Legislators established by the 1977 Legislature, which solicited role and mission statements from the various components of public postsecondary education in the state. The University's Board of Regents adopted role and mission statements for the University as a whole, and for each of its campuses; the State College Trustees adopted a role and mission statement for the State College System, as well as for each of the

four state colleges; and the technical community colleges area boards each submitted role and mission statements. Each educational system also supplied an enormous amount of data in such areas as student enrollments, class hour production, degrees granted, faculty and administrative FTE summaries, and general budgetary makeup. The request for these data reflected a continuing concern on the part of the Legislature over the growth of each of the segments of public higher education. As an example, as noted earlier, the general tax fund appropriation to the University of Nebraska grew from $43 million in 1971-72 to $101 million in 1977-78. During a comparable time, student populations at the University increased from 35,485 to 39,185.

With such facts in mind, and the knowledge of the competition for resources at a time when educational enrollments were steady and in some instances declining, the Postsecondary Educational Advisory Committee drafted role and mission statements and submitted a bill incorporating them to the full Legislature. This proposed bill engendered a good deal of debate, with the Governor going on record that he thought it was unconstitutional and therefore announcing his intention to veto it, should it be approved by the Legislature. Nonetheless, the University, the state colleges, and the technical community colleges worked closely with the Legislature in suggesting revisions to the proposed bill.

The bill, as now enacted into law over the veto of the Governor, provides "for a coordinated state system of postsecondary education" and sets out the role and missions of the three major components of public postsecondary education in Nebraska--the University, the state colleges, and the technical community colleges. The expressed purposes of the bill are to "provide for the maintenance and development of quality postsecondary educational programs and services for all citizens in all regions of the state;" to "insure student and community access to comprehensive educational

programs;" to "limit unnecessary program and facility duplication through a coordinated planning and review process;" to "encourage statewide long-term academic and fiscal planning for postsecondary education in the state;" and to "establish a legislative review process to insure that (a) role and mission statements are updated as necessary and (b) postsecondary institutions are complying with role and mission assignments."

In sum, LB 756 grants to the University sole responsibility for doctoral, first professional, and cooperative agricultural extension programs. The University also has sole responsibility for all graduate programs, except master's and specialist work in teacher education. All graduate programs currently being offered by the state colleges, other than master's and specialist work in the field of education, are to be closed in the near future. The role and mission bill further recognizes that, as the state's land-grant institution, the University's mission includes instruction, research, and public service as inseparable parts. However, the bill goes on to say that "when viewed in its entirety, the university's first priority shall be undergraduate instruction, the university's second priority shall be graduate and professional instruction and research, and the university's third priority shall be public service." The bill prohibits the University from offering associate degree, diploma, or certificate programs after September 1, 1980, except in agriculturally-related, health-related, and engineering and technologically-related fields. Within the University of Nebraska, the bill recognizes the University of Nebraska-Lincoln as having the primary mission for doctoral and post-doctoral programs, except in the health related disciplines; the University of Nebraska at Omaha as the primary unit for urban-oriented programs; and the University of Nebraska Medical Center as the primary unit for programs in health-related disciplines.

Turning to the state colleges, Legislative Bill 756 assigns for those institutions "the provision of baccalaureate general academic, baccalaureate occupational, and baccalaureate professional degree programs" in the field of education as their first priority. The prohibitions concerning graduate education on the state colleges in non-professional educational areas are explicit and, within the State College System, each of the state colleges--Kearney, Chadron, Peru, and Wayne--are assigned priorities. As an example, the bill states that:

> Kearney State College may maintain its existing baccalaureate general academic, baccalaureate occupational, and baccalaureate professional degree programs, and shall limit new baccalaureate degree programs to the needs of its unique service area generally defined as the state's central region. Kearney State College shall not independently award the master's degree in business administration after September 1, 1980.

The state colleges are encouraged to work in cooperation with the University in the development of any graduate program outside the field of professional education.

Finally, the bill assigns the responsibility to award associate degrees, diplomas, and certificates in less-than-baccalaureate degree programs, except in certain specified areas, to the technical community colleges. The bill also calls for the elimination, or reduction, of general academic degree programs at the technical community colleges, with the stipulation that "the Metropolitan Technical Community College Area shall cease to offer programs and award degrees for general academic transfer programs after September 1, 1980. The Metropolitan and Southeast Technical Community Colleges are encouraged to work in cooperation with the University of Nebraska for the provision of such academic transfer programs in the Lincoln and Omaha metropolitan areas."

It is clear that Legislative Bill 756 sets Nebraska off from the vast majority of the states in the method of coordination that is taking place. The Nebraska Legislature is the principal educational coordinating body in the state, and plans to maintain that function in the future. Each of the institutions affected by LB 756 will make periodic reports to the Legislature, and the role and mission statements will be reviewed for possible revision during each session of the Legislature.

LB 756 resulted from the close cooperation of Senator Jerome Warner of Waverly, the Chairman of the Budget Committee, and Senator Frank Lewis of Bellevue, the Chairman of the Education Committee. Assisted by a capable staff in the Legislative Fiscal Analyst Office, they were able to convince their fellow Senators of the validity of maintaining the Legislative coordination approach in Nebraska.

It is important to note that LB 756 is not a radical departure in the coordination of public higher education in Nebraska. Viewed from outside Nebraska, this bill might be seen as a "Legislative takeover" of public higher education in Nebraska and some accounts, such as that in The Chronicle of Higher Education, have referred to LB 756 in those very terms. But LB 756 only formalizes the Legislative coordination of public higher education that has historically taken place.

The 1978 Legislature passed one other bill that will have a large impact upon one segment of public higher education. Historically, the University and the state colleges have made capital budget requests, for the construction of new facilities, to the Governor and the Legislature, which has considered these requests and approved the building of new facilities at those institutions. Through this process, the Governor and the Legislature have coordinated the construction of new buildings at the University and the state colleges. This has not been

the case with the Technical Community Colleges, which have used area mill levies to construct new facilities, while using state funds, plus tuition revenues, and some area mill levies for operating expenses. Arising out of a concern that the technical community college boards could decide by themselves on the construction of facilities, Legislative Bill 922 , enacted in 1978, requires the boards of the technical community colleges to put all construction plans to public votes in their respective areas.

The Future of Coordination of Higher Education in Nebraska

What does LB 756 mean to the role and duties of the Nebraska Coordinating Commission for Postsecondary Education? The Nebraska Coordinating Commission for Postsecondary Education has been assigned the responsibility of administering a uniform data system that will be developed by the Legislature. Another task assigned to the Coordinating Commission, during the 1978 Legislative Session, is the administration of a State Scholarship Award Program, enacted into law as Legislative Bill 743. More discussion of that program will follow. Yet another duty the Nebraska Coordinating Commission for Postsecondary Education has assumed is to make studies covering certain aspects of postsecondary education in Nebraska. Such studies have been conducted on a proposed uniform educational information system; adult and continuing education instructional programs; student attrition; transferability of credit and articulation of postsecondary education programs; and enrollment trends from 1967 to 1987. The Commission will also provide staff support to the Legislature in various other areas. But when compared with other coordinating commissions, the Nebraska Coordinating Commission is not a strong one, and will probably not become one.

What does the Nebraska Supreme Court decision, the enactment of LB 756, and the creation of the Nebraska Coordinating Commission mean for educational coordination in the State of Nebraska? Historically, there has been little coordination between public and private education in Nebraska and, given the limited powers of the Nebraska Coordinating Commission, that situation will probably continue. While there have been differences between the Governor and the Legislature over developments in higher education, there seems to be a general concern in state government about the growth of appropriations for public higher education institutions in Nebraska. The Supreme Court decision may well have reduced the involvement of the Legislature, and especially the state's administrative agencies, in the day-to-day operations of the state colleges, the technical community colleges, and the University. But there will be, in all probability, much greater concern with overall accountability and much closer scrutiny paid to requests for tax-fund increases in the field of higher education.

As noted earlier, Nebraska experienced its growth in appropriations for institutions of higher education five to ten years after the phenomena appeared generally in the United States. But those days appear to be over. There is much talk of spending lids and the possibility of constitutional provisions similar to Proposition 13, recently enacted in California. As a result, there is an increasing call for the University, the state colleges, and technical community colleges to do more with less, by reallocating internal resources. This has already been evident in the preparation of the budgets by the Board of Regents of the University of Nebraska, by the State College Board, and by the technical community college boards. In contrast to prior calls for large budgetary increases, each of the governing boards is in the course of presenting

the Governor and the Legislature with budgets that call for modest increases, barely keeping up with the cost of inflation.

It should be noted that the annual budget requests submitted to the Governor and the Legislature by each public institution of higher education in Nebraska are only the first steps in the budget process. Received by state government in September, these requests are then supplemented by the Governor's budgetary recommendations to the Legislature at the beginning of the Legislative session, in January or February of each year. These two documents become the basis for Legislative recommendations, eventually included in appropriations bills, that must be approved by the Governor, or his veto must be overridden, before they become law.

In recent years, the Governor's budgetary recommendations for higher education have been exceeded significantly on several occasions by appropriations bills approved by the Legislature. In those cases, sections of the appropriations bills were vetoed by the Governor but his vetoes were overridden by the Legislature, with significant increases in tax fund support to the public institutions of higher education in Nebraska, especially the University. But the Governor's budgetary recommendation for the public institutions of higher education was virtually identical with that approved by the Legislature for 1978-1979 and very close cooperation has developed between the Governor and his staff and the Legislature, with the result that their budgetary decisions in public higher education will probably be made jointly.

In all likelihood, the budget process in Nebraska, which has been largely a political process, will move in the direction of some sort of formula-driven model. The data that were collected as part of the role and mission exercise by the Nebraska Postsecondary Educational Advisory

Committee are now being analyzed by the Governor's staff and by the Legislature, and Nebraska may well see formula-driven budgets in the future. Program reviews are becoming more and more common within Nebraska's educational institutions, and in all likelihood, program reviews will become part of the budget process in the future.

The development of collective bargaining between the faculties of the state colleges and the technical community colleges and their administrations has not yet had any appreciable influence on the autonomy of those institutions. The collective bargaining process in Nebraska, carried out under the authority of the Nebraska Court of Industrial Relations, carries the provision that contracts negotiated with state agencies must be approved by the Legislature before becoming effective. This provision is likely to eliminate the negotiation of salary packages that will not be funded by the Legislature and in fact the collective bargaining with the faculties of the state colleges and technical community colleges has involved only the distribution, rather than the amount, of the salary package. The University as yet has no collective bargaining, though there has been a good deal of interest in collective bargaining among various categories of employees at the University. There is a good deal of concern among administrators of public agencies about the powers of the Court of Industrial Relations, but as yet the Court and collective bargaining in general has not interfered with the autonomy of the various segments of public higher education in the state.

Enrollment projections and budgetary constraints are thus the two factors that will probably have the greatest influence on public higher education in Nebraska in the decades ahead.

The Nebraska Coordinating Commission for Postsecondary Education has recently completed a study of enrollment projections for postsecondary education in Nebraska until 1987. Noting the decline of live births and potential high school graduates, the Commission has predicted that both full-time enrollment and first-time full-time enrollment will decline in the years ahead, but that part-time enrollments in Nebraska's institutions of higher education will increase. The result between now and 1987 will be a slight decline in the total enrollment at those institutions, with more and more efforts of the institutions being concentrated on meeting the needs of the part-time non-credit student.

The stable and even declining enrollments predicted by the Nebraska Coordinating Commission, plus the budgetary strains noted earlier, will keep the Nebraska Legislature actively involved in year-by-year coordination of Nebraska's public postsecondary educational institutions. Those institutions will have to do more justifying of their programs than in the past and look to increases in non-state assistance for whatever additional operational flexibility they may achieve in the next decade.

Policy Toward State Support of Private Education in Nebraska

Turning to student-centered concerns, a mixed picture is evident in Nebraska.

In viewing the history of financial aid to students in Nebraska, one comes to the conclusion that it is a misnomer to say that there is a true "Nebraska State Financial Aid Policy." There have been repeated attempts by state legislators over the years to enact financial aid bills, but these attempts have met with strong opposition and have proven unsuccessful. The state had been reluctant to get directly involved in the financing of aid to students of postsecondary education.

Nebraska's historic reluctance to aid students has not been limited to postsecondary education. For years, the state ranked near the bottom in terms of state tax dollars appropriated to public elementary and secondary schools. Legislative Bill 448, known as the School Foundation and Equalization Act, which resulted in the first general state program of assistance to public school districts in Nebraska, was not approved by the Legislature until 1967. This bill provides for the distribution of state funds according to an equalization formula to the public school districts. But postsecondary schools and private schools at all levels are not included as recipients of this state money.

Additionally, there are major constitutional obstacles to state aid to private education in Nebraska. Article 1, Section 4, and Article 7, Section 11 of the State Constitution reflect two concerns which have influenced state educational policy for many years. The first is Nebraska's historic concern for a strict separation of church and state, especially in the area of education. The second is Nebraska's policy of fostering a strong system of public education by encouraging maximum support of the public schools.

Nebraska's constitutional ban of aid to private education has always been strong. Following the Constitutional Convention of 1919-1920, the Constitution read:

> Neither the State Legislature nor any county, city, or other public corporation, shall ever make any appropriation from any public fund or grant any public land in aid of any denominational school or college, or any educational institution which is not exclusively owned and controlled by the state or a governmental subdivision thereof.

The Nebraska Constitution was subsequently amended to allow the state to administer federal grants to private institutions, even though it retained the prohibition on state appropriations going to such insti-

tutions. Article 7, Section 11 of the 1972 Constitution read in part:

> Appropriation of public funds shall not be made to any school or institution of learning not owned or exclusively controlled by the state or a political subdivision thereof . . . .
> The state shall not accept money or property to be used for sectarian purposes; Provided, that the Legislature may provide that the state may receive money from the federal government and distribute it in accordance with the terms of any such federal grants, but no public funds of the state, any political subdivision, or any public corporation may be added thereto.

Recently, the Constitution has been amended again, this time to specify the limited type of assistance that the state itself might give to private educational institutions. Article 7 of the Constitution currently reads:

> Notwithstanding any other provision in the Constitution, appropriation of public funds shall not be made to any school or institution of learning not owned or exclusively controlled by the state or a political subdivision thereof; Provided, that the Legislature may provide that the state or any political subdivision thereof may contract with institutions not wholly owned or controlled by the state or any political subdivision to provide for educational or other services for the benefit of children under the age of twenty-one years who are handicapped, as that term is from time to time defined by the Legislature, if such services are nonsectarian in nature.

Nebraska has long been adamant in insisting that federal dollars appropriated to the state in the field of education be managed on the state and local level. The Nebraska State Board of Education noted a number of years ago:

> We are unalterably opposed to any form of federal control of education. We believe that all national funds appropriated for the use of the several states shall lose their identity at the time of their appropriation and should become subject to management and expenditure by state and local boards of education.

This logic has held sway in the area of postsecondary education as well, and thus explains the strong language in the current Constitution.

As a result of the strong prohibition in its Constitution, Nebraska has only recently begun to take modest steps in the direction of aid to private education. In 1968, in order to help needy students acquire a postsecondary education, Nebraska amended its constitutional prohibition against the lending of credit to permit the state to make and guarantee tuition loans to such students. In 1971, the Legislature implemented the 1968 "credit clause" amendment, when it authorized the Nebraska Investment Council to invest in and give priority to long-term, low-interest loans to students seeking postsecondary educations.

Since 1971, there have been several attempts by the Legislature to establish aid programs for private elementary and secondary schools and independent colleges and universities. But the programs that have been successfully enacted have been challenged in court and all of them have been found unconstitutional. The 1971 extension by the Legislature of the public school textbook loan program to include private school students in grades 7 through 12, and the 1973 expansion of that program to cover all students in private elementary and secondary schools was found unconstitutional by the Supreme Court of Nebraska in 1974 in Gaffney v. State Board of Education.

A similar decision was rendered on a 1972 Legislative Act providing tuition grants to Nebraska residents attending the state's private colleges and universities. In State ex rel. Rogers v. Swanson, the court found the act unconstitutional, declaring that the Legislature intended to benefit private educational institutions through grants to students attending such institutions. The act was also a violation of the Federal Constitution, according to the Nebraska Supreme Court, because most of

the private colleges in Nebraska were religiously oriented, and there was no prohibition that the grants be limited to studying secular subjects. But in another case that same year, State ex rel. School District of Hartington v. Nebraska State Board of Education, the court upheld an aid program to sectarian schools authorized and funded by the federal government, but only by a four to three margin.

Article 7, Section 11 of the Nebraska Constitution thus remains a formidable obstacle to state initiatives to provide financial assistance for private colleges and universities and their students. In fact, the Constitution's language has been interpreted by the State Supreme Court as meaning: "By its terms, the Constitution of Nebraska does not permit of an examination of secular or sectarian purposes, a determination of primary or incidental benefit, or a balancing of the issues involved in state-church entanglement and political devisiveness." That court has ruled that, regardless of Legislative intent, programs which provide state aid in any manner to non-sectarian schools are invalid. The court has thus rejected the "child-benefit theory," that the students rather than the institutions would be the beneficiaries. Tuition grants from public funds are "in effect, appropriations for, or in the aid of, private schools, and as such are impermissible." The Nebraska Supreme Court has recognized no differences between colleges and primary and secondary education, a distinction which has been accepted in other states.

It appears then, that the Nebraska Constitution is significantly more restrictive concerning programs aiding private colleges and universities and their students than constitutions in most states. The Nebraska provision, in forbidding appropriations to any educational institution not owned or exclusively controlled by the state or one of its political subdivisions, thereby prohibits aid to private secular colleges, as well

as church related institutions. Thus, Nebraska historically has had no programs providing aid to independent colleges and universities and their students.

Legislative Bill 743

Notwithstanding this tradition, the Legislature in its most recent session enacted Legislative Bill 743, approved by the Governor on April 21, 1978, which establishes a Nebraska State Scholarship Program, provides for the administration of the program, and provides qualifications for the awards. This bill, stressing the Legislature's belief in the importance of providing access to higher education for all residents of the state who are properly qualified, will, if implemented, enable the state to qualify fully for federal student aid funds made available to the state through the State Student Incentive Grant Program. The two-fold purpose of LB 743 is to establish a state financial assistance program and to enable eligible undergraduate Nebraska residents to receive educational services in any of the postsecondary education institutions of the state. It also establishes procedures for the Nebraska Coordinating Commission for Postsecondary Education to administer the program, and it appropriates $170,000 of state funds to be combined with $170,000 of federal funds from the SSIG Program to set up the State Scholarship Program. LB 743 marks the first time that state tax money has been appropriated for scholarships for students attending private institutions and is also the first time that any statewide plan has been set up for students attending either private or public institutions.

But LB 743 is not without controversy. The State Attorney General has twice declared the act unconstitutional, the first time on April 6, 1978, prior to approval by the Governor, and most recently, on July 25, 1978.

The Attorney General noted, in his opinion, that the Nebraska Supreme Court has consistently ruled such aid unconstitutional. He also pointed out that a 1976 constitutional amendment "to permit financial aid for nonsectarian purposes to students attending postsecondary educational institutions not wholly owned or controlled by the state or a political subdivision thereof; and to prohibit the expenditure of public funds, added to funds received from the federal government, for sectarian purposes" was rejected by the citizens of the state.

Since passage of LB 743, the Coordinating Commission has drawn up rules and regulations for implementation of the State Scholarship Program. The public institutions had some concerns about the rules and regulations proposed by the Coordinating Commission for the Nebraska State Scholarship Program, but those rules were revised before being adopted by the Commission, enabling public students to compete equally with students from private institutions for the funds that are available. These rules, however, must be approved by the Attorney General, who has responded that since LB 743 is not, in his opinion, constitutional, he cannot approve implementing rules.

The Attorney General's ruling on LB 743 may provide a test of LB 98, also enacted by the 1978 Legislature. LB 98, passed over the Governor's veto, states that the Governor and Attorney General must implement any law enacted by the Legislature unless the Nebraska Supreme Court declares it unconstitutional, a court order enjoins an agency from implementing the law, or it is being challenged in court. Refusal of the Governor or the Attorney General to implement an act of the Legislature is a misdemeanor in office, according to LB 98, making the offender liable for $100 fine and impeachment. Even so, given the Attorney General's opinion, the Governor has decided not to endorse the rules that will implement LB 743.

As a result, the Coordinating Commission's staff has not proceeded with the Nebraska State Scholarship Program. If LB 743 is implemented, as noted earlier, $340,000 will be made available for this program--$170,000 from federal SSIG funds and an equal amount from state appropriations. This new program would make grants available to students in both public and private colleges and universities.

Generally speaking, individual educational institutions administer federally funded scholarship programs. The single exception is the State Student Incentive Grant Program (SSIG), for which the Nebraska Coordinating Commission for Postsecondary Education serves as the "passthrough" agency.

The delay in implementing LB 743 will not affect the State Student Incentive Grant Program in Nebraska during 1978-1979. The SSIG Program, set up by the Federal Government in 1974 to encourage states to establish, or expand, scholarship assistance to needy undergraduate students in post-secondary education, has been administered in Nebraska since its inception by the Coordinating Commission. Nebraska, like other states, receives an annual allotment based on its percentage of the total U. S. undergraduate enrollment in higher education, and that allotment has grown a good deal since 1974.

The state's Federal SSIG Grant in 1978-1979 is $420,019, which is matched by state or institutional funds from the participating institutions. Only public institutions participated in Nebraska's SSIG program until 1976-1977, when private institutions put up hard matching support, and began to participate in the program. The Coordinating Commission at that time devised a formula based "on a percentage of what an institution's tuition cost and enrollment is of the state's total," and its 1977-1978 distribution of the SSIG funds resulted in the following breakdown of the $409,050 of federal funds available last year:

SSIG Federal Allotment in Nebraska

for 1977-1978

Institution	SSIG Program Level in 1977-78 (federal funds only)
University of Nebraska-Lincoln	$113,250
University of Nebraska-Omaha	47,506
University of Nebraska Medical Center	4,943
Chadron State College	6,213
Kearney State College	15,430
Peru State College	7,389
Wayne State College	12,283
Central Technical Community College	5,500
Platte Technical Community College	1,285
Metropolitan Technical Community College	17,461
McCook Technical Community College	1,309
Western Nebraska Technical Community College	1,534
Concordia College	17,645
Creighton University	53,621
Dana College	17,323
Doane College	13,585
Hastings College	11,857
Midland Lutheran College	12,974
Nebraska Wesleyan University	25,928
Union College	22,014
Total	$409,050

Of the $420,019 of federal SSIG funds in 1978-1979, only $250,019 will be used in the SSIG program, with the remaining $170,000 being utilized, as noted earlier, along with $170,000 of state funds, for the proposed Nebraska State Scholarship program. The $250,019 in the SSIG program will be distributed by the same formula used last year, although that formula, which clearly worked to the advantage of the private institutions, has caused some concern among the public institutions.

If LB 743, authorizing the new State Scholarship Program, is not implemented, the future of federal SSIG funding in Nebraska beyond this

year is in doubt. Federal law provides that federal funds for incentive grants must be matched by state appropriations and be made available to both public and private college students. Senator Thomas Eagleton of Missouri has proposed an amendment to allow states to continue to receive the federal funds if matching by state appropriations is forbidden by state laws, but the Eagleton amendment has not yet passed Congress.

In terms of coordination between state and federal programs of financial aid in Nebraska, the state and federal aid programs, other than the SSIG funds, as noted earlier, are administered through the individual postsecondary educational institutions.

Access, Tuition, Room and Board Rates, and Residency Policies

Historically, Nebraska's institutions of public postsecondary education have operated under the concept of open access. Nebraska has thus maintained a policy of open admissions to its institutions of public postsecondary education. Graduates of all Nebraska's accredited high schools are eligible for admission into the University of Nebraska, the Nebraska state colleges, and the technical community colleges, though not necessarily into individual programs within those institutions, and thus tuition rates have been kept very low. And Nebraskans make up the vast majority of students at Nebraska's institutions of higher education, with 84.89 percent of the University's students, 87.07 percent of the state college students, 85.21 percent of the technical community college students, and 54.44 percent of the independent colleges and universities students coming from Nebraska.

Over the years, tuition has been a hot political issue, with great pressure on the public institutions of postsecondary education to treat tuition separately from other budgetary matters, keeping it as low as

possible. Nonetheless, tuition rates, while still low in terms of national averages, have increased in recent years. Tuition at the University of Nebraska is identical for all of its non-professional undergraduate and graduate offerings, although the University is now considering differentiating tuition rates for graduate and undergraduate students. Tuition has steadily increased for in-state students from $5 per credit hour to $21 per credit hour and for non-resident students from $11.25 per credit hour to $57 per credit hour between 1948 and 1977. Three years ago, the Board of Regents tied the tuition rate to inflationary increases in the Consumer Price Index and thus tuition rates for the 1978-79 academic year have been raised to $22.50 per credit hour for resident students and $61 per credit hour for non-resident students. Tuition rates at the four state colleges have usually been slightly less than at the University, with the tuition rates at the technical community colleges being the lowest rates in public higher education in the state. There appears to be little formal coordination among the three components of public post-secondary education in the state in terms of tuition rates, and almost no relationship at all between public and private postsecondary education in the state concerning tuition, and certainly there is no high tuition--high assistance strategy such as has been adopted in Washington and other states.

At the state institutions, the establishment of room and board rates and required fees are separate from tuition rates, though the pressure to keep costs low is constant, to permit as many students as possible to attend. Public institutions seem to establish room and board rates according to their needs to repay capital bonds resulting from dormitory construction or the necessity to adjust to price increases. Required fees have engendered much controversy in recent years, with the University's

Board of Regents adopting a policy that no student fees can be used to bring political or "controversial" speakers to the University's campuses.

The issue of residency for purposes of in-state tuition rates at public institutions of postsecondary education is another complex matter in Nebraska. Residency is defined in Chapter 85 of the State's Statutes, but the law is unclear, difficult to qualify under, and its application is at times inequitable. Only individuals, or their dependents, who have lived in the state for one year, registered to vote in the state, and paid state income taxes clearly qualify. Currently, the issue of how to treat the refugees of the Indo-China war is causing a good deal of discussion about the rigid residency requirements, and the University is considering supporting the introduction of a legislative bill authorizing the governing boards of the higher education institutions to establish rules and regulations setting forth residency requirements.

Financial Aid Programs in Nebraska

The growth of federal assistance programs raises the question as to whether the state, or individual institutions, will distribute awards to a different segment of income distribution. It is doubtful that Nebraska will shift the bulk of its award programs to benefit a different population segment for two major reasons. First, the income distribution in Nebraska is more homogeneous than in some of the nation's more populous states. Second, there is no major state scholarship or grant program at the current time, with the exception of the modest program proposed by LB 743. In fact, the student population in Nebraska is much like the population of the state, almost exclusively white. Approximately 96 percent of the students attending Nebraska public institutions of higher education are white and mean annual parental income of Nebraska high school students who planned to enter college in the fall of 1977 was $23,900.

The growing sensitivity toward educational coordination in Nebraska, and a desire for equal opportunities for students in higher education, may involve the Legislature more deeply in this area in the future. Legislative involvement could result in greater coordination of the financial aid programs the individual institutions offer. Certainly, there is a growing concern over the red tape involved in the processing of student aid applications. The Nebraska Coordinating Commission for Postsecondary Education could prove to be the clearing-house for various state and federal aid programs, in addition to SSIG funds, though the public postsecondary education institutions seem united in their belief that financial aids offices on the individual campuses should maintain this function.

Another related question is the role of need and merit in the distribution of student grants. According to student financial aid data, need-based aid predominates among Nebraska's public postsecondary education institutions.

The major portion of need-based aid takes place through federal programs, including the Basic Educational Opportunity Grant Program, the Supplementary Educational Opportunity Grant Program, the State Student Incentive Grant Program, the National Direct Student Loan Program, the College Work-Study Program, and the Guaranteed Student Loan Program. There are also some state supported need-based programs, such as the Nebraska Agricultural Development Student Loan Program, but they are very small when compared to the size of the federal programs available to Nebraskans. Of course, one of the critical issues in determining need is the issue of the student's independence. Most financial aids officers in Nebraska agree that proving independence from parents or guardians is one of the most difficult and time-consuming tasks that

student financial aid applicants must accomplish. The amount of paper work involved, as well as full disclosure of financial status of the parents, are tedious tasks and all students seeking "independence" must prove some visible means by which they are supporting themselves.

Ability-based aid programs are the second largest group of assistance programs and include Regents or Trustees Scholarships, graduate assistantships, men's and women's athletic awards, dormitory assistantships, and other forms of on-campus assistantships. The University of Nebraska's Foundation is currently conducting a major gifts campaign, which will significantly increase the number of ability-based scholarships at the University.

The remaining aid group is membership-based, according to membership in various organizations, such as the National Guard and Army Reserves, or because the recipient's parents were members of a certain group or organization. Students in this category can receive tuition waivers if their father died in action in the armed services, or if they are employed at public institutions of higher education, belong to R.O.T.C., participate in the Law Enforcement Educational Assistance Program, or take part in a number of other activities. These sorts of programs are both state or locally supported and federally funded and exist at all institutions of public higher education in the state, though they are generally the smallest of the three groups.

Need-based aid constitutes by far the bulk of the total assistance given to students in Nebraska's public higher education institutions, although the University has a lower percentage of need-based aid than the state colleges or technical community colleges, because of the higher number of graduate assistants, dormitory assistants, recipients of athletic scholarships, and students supported by other forms of ability-based aid programs attending the University. But even at the University's three campuses, need-based programs are the largest. Of the financial assistance

granted to students during 1976-77 at the University of Nebraska-Lincoln, 60.3 percent was need-based, 33 percent ability-based, 3.9 percent membership based, with the remaining 2.8 percent made available to students participating in reciprocal programs, which place Nebraskans at institutions in other states for programs not offered in the state. Need-based aid in 1976-77 was 72 percent of the University of Nebraska at Omaha's total program, 70.4 percent at the University of Nebraska Medical Center, 88.2 percent at Chadron State College, 81 percent at Kearney State College, 82.8 percent at Peru State College, 87.7 percent at Wayne State College, 81 percent at Metropolitan Technical Community College, 77 percent at Mid-Plains Technical Community College, 94 percent at Northeast Technical Community College, and 90 percent at Western Nebraska Technical Community College.

The following chart notes the total of all assistance given to students in 1976-1977 at public institutions in Nebraska:

1976-1977

Assistance Programs at Public Institutions of Higher Education in Nebraska

Institution	Number of Students Receiving Assistance	Percentage of Total Students	Total Value of Assistance	Amount of Assistance to Nebraska Residents
University of Nebraska				
University of Nebraska-Lincoln	13,107	59.1%	$16,072,477	$12,385,164
University of Nebraska at Omaha	3,095	20.6%	3,678,264	3,526,940
University of Nebraska Medical Center	705	40.3%	1,680,935	1,616,942
State Colleges				
Chadron State College	1,179	61.8%	1,190,998	952,322
Kearney State College	2,914	51.6%	2,351,977	2,246,622
Peru State College	568	70.5%	695,793	465,979
Wayne State College	1,106	51.8%	1,419,200	1,144,371
Technical Community Colleges				
Central T. C. C.	1,170	27.8%	462,810	453,695
Metropolitan T. C. C.	2,743	77.0%	583,577	551,447
Mid-Plains T. C. C.	699	28.5%	334,909	320,861
Northeast T. C. C.	723	55.5%	355,184	330,321
Western Nebraska T. C. C.	597	47.4%	352,454	277,197

Analyzing the $16,072,477 of financial assistance distributed by the University of Nebraska-Lincoln in 1976-1977 in more detail shows that the largest programs were:

Graduate Assistantships	$2,886,609
Non-Work Study Campus Employment	2,474,869
Federal Insured Student Loans	2,250,000
Basic Educational Opportunity Grants	1,892,053
National Direct Student Loans	1,196,000
College Work Study Program	1,088,989
Men's Athletics	595,370
Foundation Scholarships	498,353
Non-Resident Graduate Tuition Waivers	395,150
Regents Scholarships	331,741

There has been no major problem in the state with the so-called over-awarding issue--that is, the amount of the award exceeding the student's educational cost or the amount of the financial package exceeding the student's amount of self help. Operating policies at the individual public postsecondary educational institutions regarding financial aids, as well as federal guidelines for the programs, have helped insure the equitable distribution of financial aid benefits. One recent study of selected Nebraska technical community colleges reports that the policies of those institutions for federal aid programs require recipients to (1) maintain a satisfactory level of academic achievement according to the standards of the institution, (2) remain active in those activities for which they received financial aid, (3) maintain good personal conduct at all times, (4) have their financial aid program subjected to review by financial aid administrators to determine continuation of the aid, (5) submit appropriate application forms to the financial aid office, (6) provide some visible means of support if an independent student, and (7) provide income tax statements if a doubt exists concerning the accuracy of the data provided in support of the financial aid application. Policies at those institutions require

that all funds available for financial assistance to students be administered through the Financial Aid Office and that student employment through the college work-study program also be administered by the Financial Aid Office, which determines award recipients and matches the capabilities of the individual to the requirements of the job. The Financial Aid Offices maintain records adequate to insure that the amount given to each student is not in excess of the actual amount needed to attend college. Such policies covering financial aid programs are followed by all public post-secondary education institutions throughout Nebraska.

The proportion of financial aid to students attending the various institutions in Nebraska's public postsecondary educational sector shows that the majority, as expected, goes to students at the University. As noted earlier, such programs, except for SSIG funds, are administered by the institutions and the receipts become part of the current fund revenue of the institutions. Prior to the 1977 Nebraska Supreme Court ruling in Board v. Exon, et.al., funds such as tuition had to be separately appropriated to the University and to the state colleges by the Nebraska Legislature, which historically put a ceiling on these funds. If the ceiling was exceeded, the funds could not be spent by the institutions. Now, these monies are allotted to the students, who then use them at the University, as an example, where they become part of the current fund revenue of the University.

As far as can be determined, information on the balance between the initial and the continuing year financial aid awards is not generally collected by the public postsecondary education institutions of Nebraska, who give little or no consideration or priority to continuing students. Information on the retention of those who have received financial aid awards is only now being developed.

The only financial aids considered to be portable between in-state and out-of-state institutions at the present time are the federal financial aid programs. Tuition waivers established at Nebraska institutions cannot be transferred to non-Nebraska institutions, especially since there is at present no state student aid program. However, in certain selected programs, there are interstate contracts. As an example, Nebraska students in optometry go to public institutions outside of the state, and Nebraska forestry students attend the University of Missouri on a contract basis. Further, Nebraska is one of several states that is planning a regional veterinary school, the bulk of which will be located at the University, in Lincoln. Currently, Nebraska students attend veterinary schools in Iowa, Kansas, Oklahoma, Missouri, and Minnesota on a contract basis, and the budget for this program was $431,954 in 1976-77. In that sense, these awards are portable, in that the state purchases a number of spaces at non-Nebraska institutions, and that Nebraskans are considered in-state residents of those states for purposes of assessing tuition and fees.

As can be seen from the above summary, there is no real state program of aid to students attending institutions of postsecondary education in Nebraska as yet, but, depending on the fate of LB 743, one may develop.

Conclusions

There is little question but that the federal government has emerged as a major, and often heavy-handed, partner in higher education in Nebraska. This new relationship will continue to require an increasing flow of data, of documentation, of procedures, of processes. Affirmative action, equal opportunity, civil rights compliance, the role of the federal

contractor, student financial aid, Title IX regulations, handicapped regulations, the new law on retirement--these are but a few of the newer dimensions of administration that result from the federal government and its importance in higher education in Nebraska will probably increase in the years ahead. But, at least in Nebraska, the major governmental influence on public higher education has been exerted by the Legislature and the other branches of State Government, and that is likely to continue to be the fact in the years to come.

As this report has attempted to note, Nebraska is, in many ways, unique in its approach to higher education. In the coordination of higher education in Nebraska, the Legislature has played and will continue to play a large and perhaps even dominant role. In the area of student aid, there is no formal state scholarship program as yet and very little assistance to students attending private colleges and universities. For these reasons, Nebraska is a state that should continue to be watched in the area of higher education in the years ahead, for if the Legislature can continue to effectively coordinate higher education in the state, other state legislatures might be tempted to follow Nebraska's example.

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Nebraska Postsecondary Institutions

University of Nebraska

University of Nebraska-Lincoln
University of Nebraska at Omaha
University of Nebraska Medical Center

Nebraska State Colleges

Chadron State College
Kearney State College
Peru State College
Wayne State College

Nebraska Technical Community College

Metropolitan Technical Community College Area
- Metropolitan Technical Community College - Omaha

Northeast Technical Community College Area
- Northeast Technical Community College - Norfolk

Southeast Technical Community College Area
- Southeast Technical Community College - Fairbury
- Southeast Technical Community College - Lincoln
- Southeast Technical Community College - Milford

Central Technical Community College Area
- Central Technical Community College - Columbus
- Central Technical Community College - Grand Island
- Central Technical Community College - Hastings

Mid Plains Technical Community College Area
- Mid Plains Technical Community College - McCook
- Mid Plains Technical Community College - North Platte

Western Nebraska Technical Community College Area
- Nebraska Western Technical Community College - Scottsbluff
- Western Nebraska Technical Community College - Sidney

Independent Collegiate Institutions

Bellevue College, Bellevue
College of Saint Mary, Omaha
Concordia Teachers College, Seward
Creighton University, Omaha
Dana College, Blair
Doane College, Crete
Grace College of the Bible, Omaha
Hastings College, Hastings

Midland Lutheran College, Fremont
Nebraska Christian College, Norfolk
Nebraska Wesleyan University, Lincoln
Platte Valley Bible College, Scottsbluff
Union College, Lincoln
York College, York

Private Vocational Schools

Licensed Schools

American Breeders Service, A.I. Management School, Gibbon
Byron Reed Institute of Real Estate, Omaha
Century 21 Real Estate Academy, Omaha
Curtis A.I. School, Crete
Electronic Computer Programming Institute of Omaha, Omaha
Gateway Electronics Institute, Omaha
Grand Island School of Business, Inc., Grand Island
H & R Block Tuition Tax School, Bellevue
H & R Block Tuition Tax School, Hastings
H & R Block Tuition Tax School, Kearney
H & R Block Tuition Tax School, Lincoln
Lincoln School of Commerce, Lincoln
Midwest Breeders Cooperative, Omaha
Missouri Valley Training Center, Inc., Omaha
Nancy Bounds Model - Charm School and Agency, Omaha
Nebraska Farrier School, Inc., Denton
Nebraska School of Real Estate, Lincoln
Nettleton Commercial Extension (NCE) School of Commerce, Omaha
Omaha Bartending School, Omaha
Omaha College of Health Careers, Omaha
Otto Spielhagen's School of Real Estate Law, Omaha
Patricia Stevens Fashion and Secretarial College, Omaha
Professional School of Sign Design, Omaha
Railway Educational Bureau (The), Omaha
Randall School of Real Estate, Omaha
Sally McMahon School of Real Estate, Omaha
Studio Academy of Advertising Art & Design, Inc. (The), Omaha
Universal Technical Institute, Omaha
Woods Bros. School of Real Estate, Lincoln

Permit Schools (Nebraska Only)

A - ccredited B - eauty C - ollege, Gering
Bahner Beauty College, Fremont
Ben Your Hairdresser School of Beauty, Lincoln
Capitol Beauty School, Inc., Omaha
Columbus Beauty College, Columbus
Hollywood Beauty College, Scottsbluff
Joseph's College of Beauty, Lincoln
Lincoln Barber College, Lincoln
McCook Beauty Academy, McCook
Rudy Cosentino School of Hairstyling, Omaha